

Coalition Provisional Authority Baghdad, Iraq

Achieving the Vision to Restore Full Sovereignty to the Iraqi People

(Strategic Plan)



Working Document as of October 1, 2003

Introduction

This progressive plan is an overview of the strategy necessary for early restoration of full sovereignty to the Iraqi people. The strategy is driven by more detailed action plans (e.g., plans for the New Iraqi Army, the police, restoring electrical power, etc.).

Our strategy has four principal objectives or ‘core foundations’:

- **Security** – establishing a secure and safe environment
- **Essential services** – restoring basic services to levels which promote stability in Iraq
- **Economy** – creating the conditions for economic growth
- **Governance** – enabling the transition to transparent and inclusive democratic governance

These objectives are intertwined: none can be pursued in isolation. Political and economic progress depends in part on security, but should itself help to create a safer environment.

L. Paul Bremer, Administrator
Coalition Provisional Authority

Summary

Now that Saddam Hussein's regime has been removed, the Iraqi people have the opportunity to realize the vision of a stable, prosperous and democratic Iraq. The Coalition Provisional Authority (CPA), in close partnership with the Iraqi Interim Administration (the Governing Council and Interim Ministers), the United Nations, and the international community, has a key role to play in the next stage of rebuilding Iraq.

This document describes the CPA's strategy for carrying out its role in this historic process. While the CPA remains the legally sovereign power in Iraq, we now have a significant partner in the Interim Administration. The Governing Council now represents the voice of the Iraqi people to the CPA, and to the world. Interim Ministers are now running Iraq's ministries. Together, Iraqis and the CPA are forging a partnership to guide the nation forward in its transformation.

This document is designed to direct the work of the CPA and the coalition militaries in a flexible manner. It recognizes the need to retain the support of the Iraqi people in all that we do, knowing that their support is vital to our success. It is also aimed at the international community whose political and financial backing will be essential if our overall objectives are to be achieved. The plan recognizes the need for further planning in coordination with the Interim Administration as the process of rebuilding Iraq evolves. While full economic recovery will take years, the economic reform program provides a vision of a future of freedom and prosperity towards which we and the Iraqis will work in the short term.

The plan describes key action steps within the various core elements that determine the CPA's priorities in the short, medium and long-term. From this, we can review what we have achieved and where we need to adjust. Finally, the plan will assist us and the Iraqis to allocate our resources and those of Iraq. It will also assist in attracting critical resources and capabilities from the international community.

The CPA Vision

After decades of a ruthless dictatorship, the Iraqi people can at last control their destiny and establish the conditions for a free and stable future. With the international community, the CPA will help the Iraqi people achieve the President's and Prime Minister's vision for Iraq – a free Iraq governed by a representative government chosen through democratic elections. At the core of this new Iraq is the development of a democratic, accountable, and self-governing civil society respectful of human rights and freedom of expression. The future prosperity of Iraq's citizens depends on the use of Iraqi resources to foster the development of a market-based economy. This needs to be done in a manner that is economically, socially and environmentally sustainable for the long term benefit of all Iraqi people. Furthermore, our goal is an Iraq free of terrorists and weapons of mass destruction, at peace with itself and its neighbors and once again able to play a responsible role in the international community. The Coalition is firmly committed to the future of Iraq. The CPA succeeds when Iraq succeeds. Hence we will stay as long as necessary, and not a day longer. But we will not leave until we have succeeded in carrying out the President's and Prime Minister's vision. Our foundation of authority is firmly embedded in international law and in accord with United Nations Security Council Resolution 1483.

The Mission

The CPA will work with the Iraqi people and the Iraqi Interim Administration to establish the conditions for a free, sovereign, democratically-elected representative government. We want to work with Iraqis to establish an Iraq that uses its resources for the benefit of its people. It should be an Iraq that is stable, united, prosperous, at peace with its neighbors and able to take its rightful place as a responsible member of the region and the international community. This Iraq must be free of weapons of mass destruction and terrorists.

The End-State

The ultimate goal is a unified and stable, democratic Iraq that: provides effective and representative government for the Iraqi people; is underpinned by new and protected freedoms for all Iraqis and a growing market economy; is able to defend itself but no longer poses a threat to its neighbors or international security.

ACHIEVING THE VISION

Taking Forward the CPA Strategic Plan for Iraq

Goal

The primary goal of the Coalition Provisional Authority (CPA) is the early restoration of full sovereignty to the Iraqi people. We seek:

“a unified and stable, democratic Iraq that provides effective and representative government for the Iraqi people; is underpinned by new and protected freedoms and a growing market economy; is able to defend itself but no longer poses a threat to its neighbors or international security.”

A major step towards that goal was taken on July 13, with the establishment of a Governing Council of 25 Iraqis representing all major strands of Iraqi society. The Council has substantial powers. On August 15 the Council appointed a committee to recommend a process for writing a new Iraqi constitution. On September 1 the Council appointed 25 interim ministers. The ministers are now running Iraq’s government on a day to day basis. Iraq’s Interim Administration will be consulted on all major policy issues and on our planning for the transfer of power to a sovereign government.

Strategy

Our strategy has four principal objectives or ‘core foundations’:

- **Security** – establishing a secure and safe environment
- **Essential services** – restoring basic services to help stabilize Iraq
- **Economy** – creating the conditions for economic growth

- **Governance** – enabling the transition to transparent and inclusive democratic governance

These objectives are intertwined: none can be pursued in isolation. Political and economic progress depends in part on security, but should itself help to create a safer environment.

Security

Coalition forces will help Iraqis to eliminate the threats to their security and will remain in country for as long as they are needed. **Over time the transfer of security responsibilities to local military and police forces will determine the speed with which we can advance reconstruction and build up institutions of good governance.**

The Iraqi people are already contributing to that effort but must acquire the ability to assume full responsibility for meeting the country's security needs as soon as practicable – thus enabling the draw-down of coalition forces. Our priorities therefore include:

- Development and training of Iraqi security forces, including a new Iraqi army, new civil defense corps and an effective police force
- Development of national security and civilian oversight mechanisms
- Measures to ensure border security
- Measures to build the justice system and improve the penal system
- Ensuring that Iraq is free of weapons of mass destruction.

Essential Services

Effective delivery of basic services is a major priority for the Iraqi people and the CPA. Our program involves:

- Reconstituting the power infrastructure

- Improving water resource management
- Ensuring food security
- Improving health care – quality and access
- Rehabilitating key transport infrastructure
- Improving education and housing - quality and access
- Reconstructing the telecommunications system.

The Economy

To realize the country's full potential for economic growth, Iraq will need initially to:

- Build financial market structures
- Promote private business
- Determine the future of state-owned enterprises.

Policy work is also in progress on:

- Monetizing and phasing out subsidies, while building a social safety net
- Designing an oil trust fund
- Reform of the tax and tariff system.

Governance

Iraq has suffered from decades of tyranny. **Effective representative government, sustained by democratic elections, requires the rapid development of new frameworks and capacities**, including:

- A constitution drafted by Iraqis and approved by Iraqis
- Institutions and processes to conduct free and fair elections
- Open and transparent political processes
- Measures to improve the effectiveness of elected officials, including strengthened local government systems
- Effective and fair justice systems
- Respect for the rule of law and human rights
- Creation of a vibrant civil society.

Information

Strengthening the media is essential for the development of healthy democracy in Iraq. This will require legislation to protect free speech as well as to regulate broadcasting and promote responsible journalism. Professional bodies have a role to play in setting journalistic standards.

We must ensure that our policies are communicated accurately and effectively at all times to the Iraqi people. **The CPA's communications strategy is designed to get our message out in an honest, clear and timely way** – and then to take account of the responses of the Iraqi people, including their expression through the media.

Resources

It is difficult at this point fully to quantify the external assistance needed to support Iraq's transition to representative government and a market economy. Eastern European experience suggests that a substantial international commitment will be needed. But Iraq starts the process at a lower level of economic and political development. Its energy resources have been badly mismanaged for decades, leaving the country unable from its own resources at present to provide an acceptable living standard for its people. All infrastructure sectors suffer from chronic underinvestment.

Clearly, the United States and the international community and institutions must take the lead. **Only a co-ordinated international effort can bring prosperity and stability to the Iraqi people, discourage terrorists from using Iraq as a safe haven and contribute to a lasting peace in the Middle East.**

Planning

Our planning, which is a dynamic and iterative process, involves:

- An unprecedented joint civilian and military CPA/CJTF7 planning process to produce a joint strategic plan – the military contribute vitally to all key objectives
- A comprehensive and evolving plan for the short, medium and longer term, but
- Necessary flexibility to change, and to learn from experience.

The attached charts give further details, in their latest available iteration, of the sectoral plans being taken forward in military and Ministerial plans. The charts identify progress to date and establish targets and planning goals for the next 90 and 360 days. We shall monitor progress against our strategic objectives and continue to refine the detailed plans set out here, in consultation with the Interim Administration and as the changing situation in Iraq may require.